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ABSTRACT

This study on the management and use of state documents is included in the Indiana Library Studies. (Other reports in this series are available as ED 044 131 through 044 145.) Options for improvement and a plan of action for improved government documents management are given based upon studies of: (1) the present management of state documents in the State Library of Indiana; (2) state documents management in other states; and (3) management and use of state documents in Indiana public, academic and school libraries. Eleven recommendations are given to help improve the storage and retrieval of state documents in order to provide better services to the users of these collections. (SG)

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of the

Indiana Library Studies

Peter Hiatt
Director and General Editor

THE MANAGEMENT AND USE OF STATE DOCUMENTS IN INDIANA

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The Indiana Library Studies

The Indiana Library Studies represent the first statewide exploration of Indiana libraries of all types and of the library and information needs of Indiana's citizens. A federally funded research project of the Indiana State Library, the Studies are directed by Dr. Peter Hiatt, Consultant to the Indiana State Library and Associate Professor of Indiana University's Graduate Library School. Guidance for the project and advice on the reports have been provided by the Indiana Library Studies Advisory Committee:

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This report has been submitted to the following:

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CHAPTER I

INTRODUCTION

Wayne State University's Office of Urban Library Research undertook this study of the management and use of state documents in Indiana at the invitation of the Indiana State Library as a part of the Indiana Library Studies, being conducted under the direction of Dr. Peter Hiatt. The charge was to recommend a plan of action for improved service, based upon an analysis of present management of state documents by the Indiana State Library, and how this compares with practices followed in other states, a review of the law governing documents in Indiana and in other states, and a survey of how state documents are used in the libraries of Indiana.

The recommendations made in this report are based on information gathered in the following ways:

1. Conferences with Indiana State Library personnel most concerned with documents, and with the state printer on how documents are presently being produced, acquired, cataloged, classified, distributed and exchanged.
2. A questionnaire addressed to the other forty-nine state libraries soliciting information on their laws pertaining to documents deposit and distribution, their practices in acquisition, organization and dissemination of documents and their methods of maintaining bibliographical control. Replies were received from thirty-nine states. (see Appendices A and B)

3. A questionnaire sent to forty-four selected academic, public and school libraries in Indiana on how documents are now being used and what changes would be desirable in the present documents practices at the State Library. The libraries selected were those included in Indiana's TWX network, those now receiving all state documents in the State Library's distribution, and the academic libraries participating in Indiana's serials data bank project. (see Appendices C and D)

4. An analysis of the statutes pertaining to deposit and distribution of documents in each state, using American Library Laws by Alex Ladenson, 3rd edition, 1964 and its supplements, and information supplied by the various state libraries.

5. An evaluation of Indiana's management of state documents in the light of the Standards for Library Functions at the State Level as adopted by the American Association of State Libraries and the U. S. Conference of Governors. (see Appendix F)

6. Conferences with Betty Hopkins, Documents Librarian, Wayne State University, and with Rae Rips, Chief, History and Travel Department, Detroit Public Library.

For the purpose of this study documents have been defined to mean all internal records of government agencies plus their published works. For a more detailed, explicit definition of the varieties of publications included in the basic statement above, the surveyors recommend the

language used in Indiana Senate Bill 61 of 1967:

> "Public documents" includes any book, booklet, magazine or periodical, pamphlet, leaflet, sheet, card or other published item produced by printing press, multilith, multigraph, mimeograph or similar quantity duplication means by an offical, department, division, bureau, board, commission, educational institution or other agency of the state government of Indiana . . . except . . . publications of the state university presses, directives for internal administration, intra-office and inter-office publications and forms. . . .

Full credit for the research in this report belongs to Mrs. Edith Phillips, Assistant Professor, Department of Library Science, Wayne State University (formerly Book Selection Coordinator and Head of Cataloging, Michigan State Library).

CHAPTER II

PRESENT MANAGEMENT OF STATE DOCUMENTS BY THE INDIANA STATE LIBRARY

In the fiscal year 1967-68, 636 state documents were received at the Indiana State Library.[1]

A 1925 statute (see Appendix G) gives the library responsibility for the preservation and distribution of state documents. It specifies that the Board of Public Printing deliver to the library 300 copies of each and every report, document, bulletin or other publication published at the expense of the state, with some exceptions. Perhaps because the number of copies is unrealistic the law is not being observed. However, even if it were being observed, those publications not going through the Board of Public Printing would still be difficult to obtain, for the law is directed toward the Board only.

Senate Bill 61 which was proposed and passed in 1967 as a replacement for the 1925 law fixed responsibility for supplying documents to the library on the issuing agency. The number of copies to be delivered was to be based upon the individual document and a decision by the State Library.

To insure that the State Library received copies of all state documents, Senate Bill 61 contained this statement:

> Each official, department, division, bureau, board, commission, educational institution or other agency of state government shall designate a member of its staff as documents officer. The chief administrative officer of each political subdivision shall, unless other designation is made, be presumed to be the documents officer; which officer will be the liaison with the Indiana State Library in matters of his agency's public documents and their distribution,

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[1] Library Occurrent Vol. 22, Numbers 7-10, August 1967, May, 1968.

> and it shall be the responsibility of each agency to keep the state library notified of the name of the documents officer. Each agency of state government and each political subdivision shall deliver to the state library ten (10) copies of every public document immediately upon publication and, for those public documents published by state government which within thirty (30) days of their receipt by the state library are designated as public documents for deposit in the depository libraries or for distribution to other libraries, shall deliver to the state library the number of copies requested, not to exceed one hundred and fifty (150) except that by consent of the issuing agency such greater number as the state library requests may be delivered.

This specific and inclusive statement might have been effective in securing a very complete coverage of state publications. It also extended the responsibility for providing the State Library with documents to all the political subdivisions of the state.

The bill went on to impose a penalty upon any person who failed to comply with the provisions of the act. It was in part this clause which caused the Attorney General to declare Senate Bill 61 unconstitutional and the Governor to veto it, after it had been passed. In reviewing the legislation for the fifty states, no other example was found of sanctions imposed in the statutes. The Supreme Court of Indiana is now considering the legality of the Governor's pocket veto. [Editor's note: The 1969 Indiana Legislature repealed all of the 1967 bills (including Senate Bill 61) which had been pocket vetoed by the Governor.]

Another issue raised by the Indiana Attorney General was that of the lack of an appropriation to implement the provision of publications to the State Library.

The Indiana State Library procures most documents by requesting them (usually twelve copies) of the issuing agencies. One copy of some publications, particularly annual reports, of the various departments

are sent automatically to the library for preservation. This arrangement was established by a gubernatorial memo in 1953 after the discontinuation of the Indiana Yearbook which had previously contained such reports.

For documents that are serials, the library is on the mailing lists of the issuing departments and the documents are sent regularly. For information on non-serial publications, a library staff member goes to the office of the Board of Public Printing where one copy of all publications received from commercial printers are held for his examination. If the document invoiced at the Board has not been received at the library, the library requests it of the issuing agency. A file containing the names of the officials responsible for documents at each agency is maintained at the State Library. Because of the disinterest of some agencies in appointing a documents officer, and because of the personnel turnover of these agencies, the Head of the Indiana Division of the State Library estimates that this file is only about sixty per cent accurate and complete.

Some documents are not sent through the Board, but are produced wholly within the issuing department. To secure these, the State Library is dependent upon the cooperation of the issuing department, or legislative committee. Although most agencies do send a single copy to the State Library, there have been occasions when it has learned of a publication too late to procure duplicate copies for distribution to other libraries.

In acquiring all documents for the state's official files and in acquiring sufficient copies for distribution and exchange, the present system is weak and inefficient. Although the State Library eventually acquires an official copy of almost all documents, the process for doing so is cumbersome and time-consuming.

All documents received at the State Library are given full cataloging. Usually this is original cataloging, since the documents would not have been received at the Library of Congress and cataloged in time for this cataloging to be used at the State Library. The Dewey Decimal classification is used with some modifications, which are not recorded except in the shelf list. Library of Congress subject headings are used, again with some modifications. Since documents are a part of the Indiana Division collection, catalog cards for them appear in the public catalog.

The general collection of the Indiana State Library is now being re-classified to the Library of Congress classification. In the process of re-classifying, the cards for older materials are being transferred gradually to a new catalog where the Library of Congress classified materials appear. Since it has been decided that all Indiana materials will continue to be classified in the Dewey Decimal classification, there will be in the future a completely separate catalog for this material including the state documents.

One librarian in the Catalog Division catalogs all material for the Indiana Division including documents which are monographs. The serial

documents are handled by the serials librarian in the Catalog Division. If their frequency of publication is annual or less, they are entered in a serials catalog kept in the Indiana Division. Serials of greater frequency than annual are entered in a checklist maintained in the Catalog Division.

At the time of the surveyor's visit to the Indiana State Library, because of staff vacancies, there was some arrearage in the processing of Indiana documents. A new Catalog Division head has been appointed, however, and it has been reported that the situation is improved.

Upon receipt of information concerning the publication of a document the Indiana Division requests twelve copies from the issuing agency: two copies for the official file, four copies for distribution to the four state universities (Indiana University, Indiana State University, Purdue University, and Ball State University), two copies for the Library of Congress, one copy for the Center for Research Libraries in Chicago, and three copies to fill requests. This is the normal order of priority. When it is not possible for the library to secure even twelve copies, the Library of Congress and the Center for Research Libraries are dropped from the distribution list, or the two copies for the Library of Congress are reduced to one. The librarian estimates that this happens very seldom.

After the first twelve copies have been distributed, the Indiana Division then makes a second request for additional copies for distribution to those public and academic libraries that want to receive all or selected state documents. An exception to this procedure is that some documents, such as Attorney General's opinions, House

and Senate Journals, Professional Engineers' and Surveyors' Reports, and Reports of Financial Institutions are sent automatically in quantity to the State Library for distribution. If the document appears to be of very general interest the library requests enough copies to send to all public and academic libraries in Indiana. Again, sufficient numbers are not always available for this wide distribution.

Those documents which are serial publications are not distributed by the State Library. Libraries needing these are asked to request the individual state agencies to place them on the regular mailing lists.

Of the 246 public libraries listed in Statistics of Indiana Libraries, 1966, seven libraries receive all documents and ninety-seven receive a selection. In addition, all 246 public libraries receive a few basic "tools," such as the Roster of State Officials and the Statistical Reports. Libraries may request additional titles from the State Library, but cannot be certain of receiving them if the supply is not sufficient. Of the approximately fifty-three college and university libraries in Indiana, seven receive all documents and twenty-three receive a selection of state documents. Four high school libraries or school systems receive all or a selection of documents. (see Appendix E)

Because the State Library lacks staff and space to handle a large collection of out-of-state documents, it exchanges state documents only with the four neighboring states of Ohio, Illinois, Michigan and Kentucky. However, the library does supply documents on request to other states, especially to New York and California. Listing in the Library of Congress'

Monthly Checklist of State Publications alerts other libraries to Indiana publications.

Documents received at the State Library are listed in its quarterly, Library Occurrent, a publication containing many items of general interest to libraries. Documents are listed under the issuing agencies. The list is not annotated, nor cumulated. If a request comes to the library for a checklist of documents, the usual practice is to send the four most recent issues of Library Occurrent. Library Occurrent is sent without charge to all libraries in Indiana, and the list of documents can be used for ordering or interlibrary-loan requests.

CHAPTER III

MANAGEMENT OF STATE DOCUMENTS IN OTHER STATES

In response to a questionnaire sent to all state libraries, information was received from thirty-nine states about their laws governing state documents and their practices in cataloging, listing and distributing documents. Supplementary information on documents laws in all states was obtained from Ladenson's compilation of American Library Laws.

Chart 1 details the states' legal provisions for the deposit and distribution of state documents.

In thirty out of fifty states the state libraries are designated as responsible for the distribution of documents; although responsibility for distribution of the laws, legislative journals, supreme court reports, and similar documents is frequently shared with other agencies such as secretaries of state, state law libraries, state historical commissions or societies, the state printer, and in a few instances, the law libraries of the state universities. In twenty states, other agencies are designated as solely responsible for documents distribution. Generally, these are the same agencies as listed above with the addition of the legislative council or reference bureau, the recorder of documents, the state historical library, and in two states, the departments responsible for publication. Only one state, Hawaii, does not designate the agency responsible for distribution.

State libraries are responsible for maintaining the official file of state documents in thirty-five of fifty states, though some states, California, Illinois and Virginia, indicate this is by practice, rather

CHART 1

LEGAL STRUCTURE FOR DEPOSIT AND DISTRIBUTION OF STATE DOCUMENTS

State	Agency Respon - sible for Distribution	Agency Respon- sible for Official File	Number of Copies Specified	Who Specifies Number of Copies?	Agency Respon- sible for Supplying	Does Law Require Checklist?	Does Law Provide Ap- propriation?
Alabama	Dept. of Archives & History	Dept. of Archives & History	250	Statute	State Printer & Issuing Agency	no	no
Alaska	Legislative Council for Laws	State Histori- cal Library & Museum	---	---	Dept. of Administration	no	no
Arizona	State Library	State Library	Those Needed for Exchange	State Library	Secy of State & Issuing Agencies	no	no
Arkansas	State Hist. Comm. & Univ. of Ark. (Secy. of State - laws)	University of Arkansas	60 to His- torical Comm. 20 to Univ. of Arkansas	Statute	Issuing	no	Secy. State directed bud- get for dist. of Laws
California	State Printer and State Library	(State Lib. does without authority)	50 to State Lib, 200 to Depos- itory Libs.	State	State Printer & Issuing Agency	no	no
Colorado	Supreme Court Library - Laws	State Archives	300 to Supreme Court Library	Statute	Issuing Agency	no	no
Connecticut	State Library	State Library	125 Legisla- tive Journals 500 Statutes 1 Committee Hearings	Statute	Issuing Agency	no	no
Delaware	Legis. Refer. Bureau, Secy. of State for Session Laws	Public Archives Commission	---	Legis. Reference Bureau	---	no	no
Florida	State Library	State Library	2 - 25	Statute and State Library	Issuing Agency	no	no

CHART 1--(Continued)

State	Agency Responsible for Distribution	Agency Responsible for Official File	Number of Copies Specified	Who Specifies Number of Copies?	Agency Responsible for Supplying	Does Law Require Checklist?	Does Law Provide Appropriation?
Georgia	State Library	State Library	65 minimum	Statute & State Library	Issuing Agency	no	no
Hawaii	Not Given	State Library	50	Statute	Issuing Agency	no	no
Idaho	State Lib. (State Law Lib. for Supreme Court Reports)	State Historical Society	---	Issuing Agency	Issuing Agency	no	no
Illinois	State Library	(State Lib. without authority)	25 of non-priced 2 of priced and more as needed	State Library	Issuing Agency	yes	$20,000 to Secy. of State for Administration
Indiana	State Library	State Library	300	Statute	Bd. of Public Printing Secy. of State for Court Reports	no	no
Iowa	Superintendent of Printing	State Law Library	1 - 100 according to document	Statute	Superintendent of Printing	no	no
Kansas	State Library & State Historical Soc. (State Printer to Univs.)	Public Records	35 Maximum to State Lib. 30 to State Historical Society	State	State Printer	no	no
Kentucky	Archives and Records	Archives & Records	---	Archives & Records	Issuing Agency	no	no
Louisiana	Recorder of Documents	State Library	2 for each Depository	Recorder	Issuing Agency	yes	no

CHART 1--(Continued)

State	Agency Responsible for Distribution	Agency Responsible for Official File	Number of Copies Specified	Who Specifies Number of Copies?	Agency Responsible for Supplying	Does Law Require Checklist?	Does Law Provide Appropriation?
Maine	State Library	State Library	80 State Dept. Reports, 10 of all others	Statute	State Printer	no	no
Maryland	State Library	State Library	1 copy, more on request	Statute plus State Library	Issuing Agency	no	State pays contract price for Md.Reports
Massachusetts	State Library	State Library	100 of Laws, 10 of reports & Journals	Statute plus Issuing Agency	Issuing Agency	no	no
Michigan	State Library	State Library	---	State Librarian	Issuing Agency	no	no
Minnesota	State Law Library	State Historical Society	2 plus additional copies for exchange	Statute & State Librarian	Issuing Agency	no	no
Mississippi	Secy. of State	State Historical Society	60	Statute	Issuing Agency	no	no
Missouri	Secy. of State for Laws	State Library	2	Statute	Issuing Agency	no	no
Montana	State Historical Lib. (Senate & House Journals & Session Laws)	State Library	60	Statute	Issuing Agency	no	no
Nebraska	State Library	State Library	100	Statute	Issuing Agency	no	No, Statute states "Donate to State Lib.
Nevada	State Historical Society	State Library	60	Statute	Issuing Agency	no	no

CHART 1--(Continued)

State	Agency Responsible for Distribution	Agency Responsible for Official File	Number of Copies Specified	Who Specifies Number of Copies?	Agency Responsible for Supplying	Does Law Require Checklist?	Does Law Provide Appropriation?
New Hampshire	Issuing Agency	State Library	3	Statute	Issuing Agency	no	no
New Jersey	State Library	State Library	75 mechanically produced 1 of others	Statute	Issuing Agency	no	no
New Mexico	Supreme Court Law Library - laws	Supreme Court Law Library	3	Statute	Issuing Agency	no	no
New York	State Library	State Library	200 journals 100 documents 5 bills	Statute	Issuing Agency	no	no
North Carolina	Secy. of State and Issuing Agency	State Library	5	Statute	Issuing	no	"at the State's expense"
North Dakota	Secy. of State	State Library	1	Statute	Secy. of State	no	no
Ohio	State Library	State Library	150	Statute	Issuing Agency	no	no
Oklahoma	State Library	State Library	100, 10 laws 3 rules and regulations	Statute	Issuing Agency	no	no
Oregon	State Library	State Library	25 Technical Pubs. 75 All others, 50 bills, 125 Legislative Committee Reports	Statute State Librarian and Issuing Agency	Bureau of Publications	no	For distribution laws and journals

CHART 1--(Continued)

State	Agency Responsible for Distribution	Agency Responsible for Official File	Number of Copies Specified	Who Specified Number of Copies?	Agency Responsible for Supplying	Does Law Require Checklist?	Does Law Provide Appropriation?
Pennsylvania	State Library	State Library	At least 50	Statute	Bureau of Publications	no	no
Rhode Island	State Library	State Library	Sufficient number to Exchange	State Librarian	Issuing Agency	no	no
South Carolina	State Library	State Library	Sufficient Copies	Statute	Clerks of Senate & House	no	no
South Dakota	Secretary of State	State Department of History	---	Governor	Issuing Agency	no	no
Tennessee	State Library	State Library	60	Statute	Issuing Agency	yes	Depository copies, expense of State
Texas	State Library	State Library	150 Annual & Biennial, special reports, 75 Legislative Journs. 150 all other	Statute	State Printer & Issuing Agency	yes	no
Utah	State Library	State Library	Sufficient Copies	State Librarian	Issuing Agency	no	no
Vermont	State Library	State Library	100 - unless State Librarian specifies differently	Statute and State Library	State Printer and Issuing Agency	no	no
Virginia	State Library and Director of Dept. of Purchases	State Library	2 to 10 and additional if necessary	Statute and State Library	State Printer and Issuing Agency	no	no

CHART 1--(Continued)

State	Agency Responsible for Distribution	Agency Responsible for Official File	Number of Copies Specified	Who Specifies Number of Copies?	Agency Responsible for Supplying	Does Law Require Checklist?	Does Law Provide Appropriation?
Washington	State Library (State Law Library for law, legislative Journs.)	State Library	125 of Printed Documents 3 of Others	Statute and State Library	Public Printer	no	no
West Virginia	Dept. of Archives & History	Dept. of Archives & History	Sufficient Copies	Dept. of Archives and History	Issuing Agency	no	no
Wisconsin	Division for Library Services	State Historical Society	3 Historical Society 1 Divn. for Lib. Services & copies needed for depository libraries	Division for Library Services	Issuing Agency	yes	"published at expense of State"
Wyoming	State Library (Secy. of State for statutes & digests)	State Library	100 Statutes & Digests 150 reports, 4 others	Statute	State Printer Secy. of State, Issuing Agency	no	no

than by statutory provision. State archives and history departments are responsible in seven states and share responsibility with state libraries in two states. State historical societies have this duty in four states; state law libraries in two states; a state historical library and museum in one; and a university library in one.

In twenty-seven of the fifty states, including Indiana, the state library is responsible both for distributing documents and maintaining the official file.

In specifying the number of copies to be supplied for deposit and distribution, the state statutes vary widely from one copy to 500 copies. Figures in the 0 - 100 copies range are given for twenty-eight of the states, in the 101 - 200 copies range in six states, over 201 in four states. The number of copies for legal publications, legislative bills, session journals, revised statutes, supreme court decisions, etc., are often larger than for general publications. The laws in eleven states contain general statements such as "sufficient copies for exchange and distribution." Thirteen states provide that the state library or librarian shall determine the number needed.

The 1925 statute in Indiana follows the pattern in specifying a certain number of copies, but the number stated (300) is at the upper end of the range of numbers given.

Responsibility for supplying the documents to the state library is given to the issuing agencies in thirty-nine states, though in seven of these responsibility is shared, either with the state printer or with the secretary of state. In a few states, these latter two officials are listed as solely responsible. Generally, the secretary of state's responsibility is concerned with the legislative documents, and that of

the state printer with other printed documents rather than those reproduced by the issuing agency.

In only one state, Illinois, was there a definite stipulation of appropriation ($20,000 for the Secretary of State) to administer the program. In five states, a general statement such as "at the state's expense," or "shall be donated to the state library," was made. Evidently, the majority have not encountered difficulty through lack of appropriation. However, the Indiana constitution does contain an article "No money shall be drawn from the treasury but in pursuance of appropriations made by law."

Patterns for the distribution of state documents within the states which responded to that portion of the questionnaire are tabulated in Chart 2. Among these states, eleven send a selection of their documents to all public libraries. Twelve states send all their documents to key public libraries. A selection of documents is sent to all academic libraries in eight states; only four states report sending all their documents to all academic libraries. Key academic libraries receive selected documents in seven states; all documents in eleven states. Only one state reports that its total distribution is by request only.

When a selection of documents is sent, the decisions are made by the receiving libraries in twelve states, by the documents or reference librarian at the state library agency in nine states, by the issuing agencies in three.

Twenty-two states indicate that they distribute documents to other states; nineteen of these send a selection of documents; only three indicate that they distribute all their documents to other states. Indiana's practice in distributing documents both within and outside the state is reported in Chapter II.

CHART 2

DISTRIBUTION OF STATE DOCUMENTS

State	To Other States		To All Public Libraries		To Key Public Libraries		To All Academic Libraries		To Key Academic Libraries		On Request Only	Who Makes Selection
	S[1]	A[2]	S	A	S	A	S	A	S	A		
Arizona	X				X				X			Documents Librarian
California		X		X		X				X		
Connecticut	X		X				X					Receiving Library
Delaware											X	
Florida					X				X			Statute
Georgia	X		X				X					Issuing Agency
Idaho					X				X			Issuing Agency
Illinois	X					X				X		Documents Librarian
Indiana	X		X			X			X	X		
Kansas	X										X To Other Libraries	Receiving Library

[1]Selection of Documents Produced

[2]All Documents Produced

CHART 2--(Continued)

State	To Other States		To All Public Libraries		To Key Public Libraries		To All Academic Libraries		To Key Academic Libraries		On Request Only	Who Makes Selection
	S	A	S	A	S	A	S	A	S	A		
Kentucky					X							Reference Librarian
Louisiana					X	X			X	X		Receiving Library
Maryland			X				X					
Massachusetts	X				X				X			Receiving Library
Michigan	X		X				X			X		Receiving Library
Minnesota	X					X				X		Documents Librarian
Nebraska	X											Receiving Library
Nevada		X	X			X		X				Issuing Agency
New Jersey	X					X		X				Documents Librarian
New York	X				X		X				X To Other Libraries	Receiving Library
Ohio	X		X				X				X To Other Libraries	
Oregon	X					X		X				Receiving Library

CHART 2--(Continued)

	To Other States		To All Public Libraries		To Key Public Libraries		To All Academic Libraries		To Key Academic Libraries		On Request Only	Who Makes Selection
	S	A	S	A	S	A	S	A	S	A		
Pennsylvania	X		X		X						X Gift and Exchange Libraries	
Rhode Island	X		X			X	X			X		Receiving Library
Texas	X		X			X	X			X		Documents Librarian & Receiving Lib.
Utah		X	X			X		X				Documents Librarian
Virginia	X									X		Receiving Library
Washington	X				X	X				X	X To Other Libraries	Documents Librarian
West Virginia										X		
Wisconsin					X				X			Reference Librarian
Wyoming											X	Receiving Library

Under Senate Bill 61 the Indiana State Library would have established a public documents depository system in which the designated libraries would receive a copy of each document "which in the determination of the Indiana State Library is of such general interest or use as to require the provision of copies for permanent availability and convenient access in the various geographical areas of the state." There would be as well other distribution within the state of documents which "have a popular interest requiring as wide a distribution as possible."

The organization of documents collections in other states is detailed in Chart 3. Of thirty-six libraries reporting, fifteen use the Dewey Decimal classification; fourteen use a special classification scheme; two use Library of Congress classification; one uses Reader's Guide headings; and one state does not classify but arranges documents by the issuing agency responsible for publication.

Most libraries file cards for documents in the general public catalog; seventeen libraries file cards for all documents, twelve for selected ones, and seven never place cards for state documents in their general catalog. Eighteen state libraries maintain a separate documents catalog; three of these in book form.

The great majority (29 of 36) use either the ALA/LC catalog code or the Anglo-American Cataloging Rules. Library of Congress subject headings are used in twenty-seven collections, Sears subject headings in three, a special list in one.

Indiana follows the prevailing pattern with its Dewey Decimal classification, Library of Congress subject headings, and full cataloging by the ALA/LC code. Although the State Library has no separate

CHART 3

ORGANIZATION OF DOCUMENTS WITHIN STATE LIBRARIES

	Classification Scheme	Catalog Code	Subject Headings	Cards for Documents in Public Catalog	Separate Documents Catalog
Arizona	DDC	ALA/LC	L.C.	yes - all	card
California	special	special key-word in agency name	L.C.	no	card checklist
Connecticut	---	ALA/LC	L.C.	selected ones	card
Delaware	---	ALA/LC	L.C.	no	quarterly bibliography
Florida	DDC	ALA/LC	---	selected ones	card
Georgia	DDC modified	ALA/LC	L.C.	yes - all	card
Idaho	DDC	ALA/LC	L.C.	selected ones	no
Illinois	DDC	ALA/LC	L.C.	yes - all	card
Indiana	DDC modified	ALA/LC	L.C.	yes - all	no
Iowa	DDC	ALA/LC	L.C.	selected ones	no
Kansas	DDC	ALA/LC	L.C.	yes - all	card
Kentucky	Reader's Guide headings	---	---	no	no
Louisiana	DDC	ALA/LC	L.C.	selected ones	no

CHART 3--(Continued)

State	Classi-fication Scheme	Catalog Code	Subject Headings	Cards for Documents in Public Catalog	Separate Documents Catalog
Maryland	special code	---	---	yes - all	card
Massachusetts	DDC	---	L.C.	yes - all	---
Michigan	special scheme	ALA/LC	L.C.	selected ones	book
Minnesota	L.C.	ALA/LC	L.C.	yes - all	card
Mississippi	special scheme	ALA/LC	L.C.	no	no
Missouri	special scheme	ALA/LC	L.C.	no	no
Nebraska	---	special alphabet by Dept.	Sears	selected ones	book & card
Nevada	special scheme	ALA/LC	L.C.	not yet in practice	book & card
New Hampshire	DDC	ALA/LC	L.C.	yes - all	no
New Jersey	special scheme	ALA/LC	L.C.	yes - all	no
New York	not classi-fied arr. by agency	AAC/LC	L.C.	yes - all	no
North Carolina	special scheme	ALA/LC	L.C.	yes - all	card
Ohio	special scheme	special code	L.C.	no	no
Oregon	DDC	ALA/LC	L.C.	yes - all	no
Pennsylvania	special scheme	ALA/LC	L.C.	yes - all	card

CHART 3--(Continued)

State	Classi-fication Scheme	Catalog Code	Subject Headings	Cards for Documents in Public Catalog	Separate Documents Catalog
Rhode Island	special scheme	Dewey (?)	Sears	yes - all	card selected ones
South Dakota	DDC	ALA/LC	Sears	selected ones	no
Texas	DDC	ALA/LC	---	selected ones	card
Virginia	L.C.	ALA/LC	L.C.	yes - all	no
Washington	DDC modified	ALA/LC	L.C.	yes - all	no
West Virginia	special location scheme	ALA/LC	---	selected ones	no
Wisconsin	special scheme	ALA/LC	L.C.	selected ones	no
Wyoming	special scheme	ALA/LC	special	selected ones	card

documents catalog now, as the reclassification of its general collection progresses, there will be two separate catalogs; the second one of them listing the Indiana Division holdings, including the state documents.

Chart 4 details information reported by the various states on their documents checklists. Accurate, complete and frequent listing of publications would seem to be essential to competent management of state documents. The Standards for Library Functions at the State Level endorsed by the American Association of State Libraries states that "a checklist of state documents should be published periodically by the state." However, only six states, California, Illinois, Louisiana, Tennessee, Texas and Wisconsin require by statute the publication of a list. The proposed bill for Indiana did require the publication of a quarterly, with the complete list to be cumulated annually. Despite the lack of statutory mandate, thirty-three states do publish documents checklists. Wisconsin and Louisiana each publish two lists, one by the state library, the other by another agency of state government.

About two-thirds of the lists attempt to cover all state publications, though some libraries add the statement that they list "all the documents received," with the implication that they may not be receiving all the state's publications. All the lists, including Indiana's, are arranged by the agencies issuing the publications. Only three or four libraries attempt to annotate their documents lists.

Less than half of the states publish lists more frequently than quarterly. Sixteen lists are published monthly or bi-monthly; seven are

CHART 4

STATE DOCUMENTS CHECKLISTS

State	Agency Responsible for Publication	Inclusion	Frequency	Cumulation
Arizona	State Library	All	Annual	no
California	State Library	Selected	Monthly	Annual
Connecticut	State Library	?	Quarterly	No
Delaware	State Library	Selected	Quarterly	Annual
Florida	State Library	All	Monthly	Annual
Georgia	State Library	Selected	Quarterly	No
Idaho	State Library	Selected		No
Illinois	State Library	All		
Indiana	State Library	All	Quarterly	No
Kansas	State Library	All	Irregular	No
Kentucky	State Archives & Records	?	Semi-Annually	No
Louisiana	State Lib.	Selected	Monthly	No
"	Recorder of Documents	All	Monthly	Semi-Annually & 5 - 7 years
Maryland	Hall of Records	---	---	---

CHART 4--(Continued)

State	Agency Responsible for Publication	Inclusion	Frequency	Cumulation
Massachusetts	State Library	All	Monthly	?
Michigan	State Library	All	Bi-Monthly	Quarterly
Minnesota	State Law Library	All	Annual	No
Mississippi	Secretary of State	All	Semi-Annually	Plan 4-year Cumulation
Missouri	State Library	Selected	Monthly	2-year
Nebraska	State Library	All	Annual	Annual
Nevada	State Library	All	Monthly	Annually & 10-year
New Hampshire	State Library	All	Biennial	No
New Jersey	State Library	All	Bi-Monthly	No
New York	State Library	All	Monthly	Annual
North Carolina	State Library	All	Bi-Monthly	No
Ohio	State Library	Selected	Quarterly	No
Oregon	State Library	All	Quarterly	No
Pennsylvania	State Library	All	Monthly	No
Rhode Island	State Library	All	Biennial	No
Texas	State Library	All	Monthly	No

CHART 4--(Continued)

State	Agency Responsible for Publication	Inclusion	Frequency	Cumulation
Virginia	State Library	All	Annual	No
Washington	State Library	All	Monthly	Annual
West Virginia	State Library	All	Semi-Annually	No
Wisconsin	Divn. Lib. Services	Selected	Bi-Monthly	No
"	State Hist. Society Library	All	Monthly	Annual

published semi-annually or annually. A cumulated list would seem to be essential for effective bibliographic control, but twenty state checklists, including Indiana's, are not cumulated. Eight lists are cumulated annually; one, semi-annually and at five to seven-year intervals; one list has a two-year cumulation, another a ten-year cumulation, and one is planned for a four-year cumulation.

CHAPTER IV

MANAGEMENT AND USE OF STATE DOCUMENTS IN KEY PUBLIC, ACADEMIC AND SCHOOL LIBRARIES IN INDIANA

A questionnaire addressed to forty-four of the larger academic, public and school libraries in Indiana solicited information on how these libraries organize and use state documents and what services and patterns of distribution they would find useful from the State Library.

Charts 5 and 6 detail how documents are organized in the libraries of the state. This information has important implications for how the State Library might best classify, catalog and list documents in order to best serve these libraries.

Of the seventeen academic libraries responding, thirteen incorporate at least a selection of state documents into their book collection. Five libraries have a separate collection, but incorporate at least a few selected documents into the book collection.

Almost all academic libraries that place cards for documents in the general catalog use the ALA/LC catalog code and L. C. subject headings. The use of Dewey and Library of Congress classifications is rather evenly divided; nine use L. C., seven use Dewey. Among the nine libraries using L. C., seven are presently total depositories for state documents. The libraries were asked if they would use the Indiana State Library cataloging without change if it were provided to them. Of those responding, eight said "no." The State Library's use of Dewey Decimal classification was the common reason given for refusal.

All the public libraries responding use Dewey Decimal classification for their general collection. None of these libraries incorporate all state documents into the book collection. Ten of the twelve public

CHART 5

ORGANIZATION OF DOCUMENTS BY INDIANA PUBLIC LIBRARIES

Library	Incorporated Into Book Collection	Separate Documents Collection	Pamphlet File	Cards for Documents in Public Catalog	Catalog Code	Classification Scheme	Subject Headings	Would Use State Cataloging. If not, reason
Crawfordsville Public Library	yes	---	yes	yes	ALA/LC	Dewey	Sears	yes
Evansville Public Library	yes	---	yes	yes	ALA/LC	Dewey	L.C.	no not needed
Ft.Wayne & Allen Co. Pub. Lib.	---	yes	---	no	Docs.	Docs. Classif.	---	no - because of Classif.
Kokomo Public Library	yes	---	yes	yes	ALA/LC	Dewey	L.C.	might
Lake County Pub. Library	selected	---	selected	yes	ALA/LC	Dewey	Sears	yes
Albert A. Wells Mem. Lib., Lafayette	---	yes	selected	yes	Brief Catalog	Dewey	---	yes
Muncie Public Library	---	yes	---	no	Brief Catalog	Docs. Classif.	---	yes
New Albany-Floyd County Pub. Lib.	selected	---	selected	yes	ALA/LC	Dewey	Sears	yes
Morrison-Reeves Lib., Richmond	selected	---	selected	yes	ALA/LC	Dewey	L.C.	no, might need to change
Seymour Public Library	---	selected	selected	yes	ALA/LC	Dewey	Sears	yes
South Bend Public Library	selected	---	selected	yes	ALA/LC	Dewey	L.C.	yes
Vigo County Public Lib.	---	---	yes	no	---	Ball subject Headings	---	?
High School Libraries								
Bosse High School Lib., Evansville	selected	---	selected	no	---	---	---	probably
Wiley High School Lib., Terre Haute	---	---	yes	---	---	---	---	---

CHART 6

ORGANIZATION OF DOCUMENTS BY INDIANA ACADEMIC LIBRARIES

Library	Incorporated Into Book Collection	Separate Documents Collection	Pamphlet File	Cards for Documents in Public Catalog	Catalog Code	Classification Scheme	Subject Headings	Would Use State Cataloging. If not, reason
Christian Theological Sem. Lib.	selected	selected	yes	yes	ALA/LC	Dewey	L.C.	
DePauw University Roy. O. West Lib.	a few	---	yes	yes	ALA/LC	L.C.	---	no - use L.C.
Earlham College Lilly Library	yes	---	yes	---	ALA/LC	L.C.	L.C.	no - use L.C.
Univ. of Evansville Clifford Mem. Lib.	yes	---	yes	---	ALA/LC	L.C.	L.C.	not "as is" use L.C.
Goshen College Library	selected	---	yes	---	ALA/LC	L.C.	L.C.	yes
Hanover College Library	selected	---	yes	yes	ALA/LC	Dewey	L.C.	yes
Indiana Central College Library	---	---	---	yes	---	---	---	yes
Indiana Institute of Technology Library	---	---	yes	---	---	Dewey	L.C.	yes
Indiana University Libraries	a few	yes	no	no*	ALA/LC	L.C.	L.C.	no - use L.C.
Indiana State University Lib.	selected	---	yes	selected	Brief Catalog	L.C.	---	not "as is"
Indiana School of Medicine Library	yes	---	---	---	ALA/LC	Dewey	L.C.	no - not needed
Indiana-Purdue Regional Campus Library, Fort Wayne	yes	a few	yes	---	ALA/LC	L.C.	L.C.	no - use L.C.

*Not for those in the separate documents collection; yes for those incorporated into book collection.

CHART 6--(Continued)

Library	Incorporated Into Book Collection	Separate Documents Collection	Pamphlet File	Cards for Documents in Public Catalog	Catalog Code	Classification Scheme	Subject Headings	Would Use State Cataloging. If not, reason
Manchester College Funderburg Library	yes	some	yes	---	ALA/LC	Dewey	L.C.	yes
Mennonite Biblical Seminary Library	yes	---	yes	---	ALA/LC	Dewey	---	yes
Purdue University Libraries	yes	some	yes	---	ALA/LC	Dewey	L.C.	yes
St. Joseph's College Library	selected	---	yes	selected	ALA/LC	L.C.	L.C.	yes
Wabash College Lilly Library	yes	---	yes	---	ALA/LC	L.C.	L.C.	no - use L.C.

libraries keep documents in the pamphlet file, but seven of these incorporate some into the book collection. Four public libraries keep documents in a separate collection. Nine of the twelve public libraries put cards for some documents in the public catalog; the same nine use Dewey Decimal classification. Eight of these use the ALA/LC cataloging code. Half of the public libraries used L. C. subject headings, half used Sears. Of the twelve public libraries responding, seven of them indicated that they would use the Indiana State Library cataloging if it were provided to them. None of these, however, are presently including cards for all documents in their catalogs.

Most academic, public and school libraries use the documents list in Library Occurrent for ordering. Six libraries use the list for interlibrary-loan purposes. Five libraries said they made little or no use of the list. When asked what use they would make of a checklist which was more complete, and cumulated, most libraries indicated that they would continue to use it as a selection tool. Ten libraries thought they could use such a list as an index to their own documents collection, and one would use it for cataloging information. Two still thought they would make no use of the list.

Chart 7 details the preferences of Indiana libraries on distribution patterns. There was clear evidence that most libraries preferred to depend on the State Library for documents, rather than on a regional depository. Most libraries preferred to receive a checklist and a selection of documents and depend on the State Library for the remainder. The thirteen libraries who preferred to receive all documents were Indiana

CHART 7

DOCUMENTS DISTRIBUTION PATTERNS PREFERRED BY INDIANA LIBRARIES

TYPES OF SERVICES	NUMBER OF LIBRARIES CHOOSING THIS SERVICE					
	1st Choice	2nd Choice	3rd Choice	4th Choice	5th Choice	6th Choice
(a) receive the list and all documents which would be used only within your constituency	4	6	5	1	4	0
(b) receive the list and all documents as a regional depository to provide documents service for others in the region	9	1	1	3	0	7
(c) receive the list and selected documents to be used only with your constituency, and depend on the State Library to furnish those not received	10	5	1	0	1	0
(d) receive the list and selected documents to be used only with your constituency, and depend on a regional depository to provide those not received	3	8	2	6	2	0
(e) receive the list only and depend on the State Library to furnish needed documents	4	0	3	6	6	2
(f) receive the list only and depend on a regional depository to furnish needed documents	0	1	1	2	5	9

State University, the Mennonite Biblical Seminary, Fort Wayne Public Library, Seymour Public Library, Hanover College, Indiana University, Indiana-Purdue Regional Campus at Fort Wayne, Purdue University, St. Joseph's College, Lake County Library, Lafayette's Wells Memorial Library, Muncie Public Library and the New Albany-Floyd County Public Library. Most libraries would prefer to receive only those documents useful to their own constituency.

Twenty-five of thirty-one libraries indicated interest in attending a workshop conducted by the State Library concerning the use and management of state documents.

CHAPTER V

OPTIONS FOR IMPROVEMENT IN THE MANAGEMENT OF INDIANA STATE DOCUMENTS

Although there is no evidence of a large discrepancy between the number of documents produced in Indiana, and the number secured by the State Library for the official file and for distribution, it is obvious that the present system is conducive to incomplete coverage.

If Senate Bill 61 does become law, and is observed, the problem of acquisition should be solved.

If the governor's pocket veto is held to be constitutional, legislation might be re-introduced which would make the issuing agencies responsible for supplying to the State Library those documents not produced by the state printer. The stipulation in the 1925 statute that 300 copies of all documents be deposited with the State Library is unrealistic. New legislation might reduce the number of copies required, perhaps to a maximum of 150 copies, or give authority to the state librarian to determine the number of copies of each document which are needed.

Indiana libraries responding to the questionnaire on their use of state documents indicated that the documents checklist presently being published as a part of Library Occurrent is not satisfactory because:

1) It may not be complete (because of gaps in acquisition).
2) It is not published frequently enough.
3) It is not cumulated.
4) It lacks a subject index.

5) It does not indicate which documents have been selected for distribution to libraries.

6) It does not include information on the length and size of the document, its cost, its classification number and other bibliographic data useful to the local cataloger.

7) Its inclusion in Library Occurrent with other miscellaneous material detracts from its value as a reference tool.

The problem of incomplete acquisition has been discussed above.

In order to increase the frequency of the list to monthly or bi-monthly issues, the State Library could: 1) remove the checklist from the quarterly Library Occurrent, or 2) increase the frequency of Library Occurrent. In view of the additional cost and staff work load this would involve, and also in view of the fact that inclusion of the list with other material detracts from its value as a reference tool, the second solution seems questionable.

Cumulation of the documents checklist, at least annually could be facilitated by a variety of production methods: 1) An entry for each document as it is acquired could be key-punched. The punched card could then be sorted and printed out by electronic data processing equipment for both monthly and cumulated lists. This method would insure rapid cumulation as often as desired. The present output of Indiana documents does not suggest any need for a computerized approach. 2) The monthly and cumulated list could be produced photographically by shingling the main entry catalog cards for all documents, ten to a page. The advantage of this method would be that it uses as input catalog cards already produced, and provides the users of the list with the complete bibliographical

information normally appearing on the catalog card. Inter-filing cards for each month's acquisitions in a master file as soon as the current list had been issued would enable rapid production of a cumulated volume at the end of each year. 3) The checklist could be typed each month, and the cumulated issue retyped. The disadvantages of this method include the facts that it is time consuming, and would tend to include less information than an actual picture of the catalog card.

A subject index could be included in each month's list, or it could be provided only for the annual cumulation. Until the yearly number of Indiana documents becomes much larger, it would seem that an annual subject index would be sufficient. If the photographic method of producing the list is adopted, a working file of all subject entry cards could be kept, and the subject index, showing page numbers, prepared as soon as the main-entry portion of the cumulated list was complete. In any production method, the L. C. subject headings should be used, possibly with slight variations to avoid excessive repetition of the state name. Documents selected for distribution to those libraries which are not total depositories could be asterisked in both the monthly and cumulated volumes.

The photographic method of producing a documents checklist would provide all libraries with full catalog information on all documents. This could also be achieved by sending duplicate sets of the State Library's catalog cards with the documents to all libraries wishing to receive them.

The present distribution of state documents appears to be erratic, based neither on a pattern of geographic coverage, nor on a strengthening

of existing reference centers. At present, only two public libraries among fifteen designated for the TWX network, are state documents depositories. Of the twenty-four libraries which are now depositories for federal documents, only ten are receiving all or a selection of state documents. A plan of distribution could be based on: 1) a concept of regional reference centers, bringing documents within driving distance of all users in the state, or 2) sending all, or a selection of documents only to those libraries needing them for their own constituency, with the rest of the libraries of the state receiving rapid service from the State Library collection. If Senate Bill 61 is not declared law, a thoughtfully conceived and flexible plan for documents distribution should be written and implemented.

Libraries in Indiana responding to the questionnaire favored prompter distribution of documents and the deposit of documents from a wider range of agencies. They also expressed the need for a more clearly defined policy on what the State Library chooses to send them. The great majority of libraries feel the need for in-service training on the management and use of documents.

Expanded services from the State Library in both the acquisition and distribution of documents is contingent upon an expanded staff.

Retaining the Dewey Decimal classification for state documents, while the rest of the State Library collection goes to Library of Congress classification will create a documents catalog separate from the general State Library catalog--a step away from standard practice in documents handling. The surveyors feel that having two catalogs may reduce the

value of the general catalog, since it will no longer reflect the total resources of the library. Having separate catalogs would also further reduce the use of state documents in answering general subject reference questions; and a dual system may in the long run require more staff time and effort.

Since the major users of documents among the libraries of the state are the academic libraries which tend to use Library of Congress classification, the decision to remain with Dewey is further questionable.

CHAPTER VI

A PLAN OF ACTION FOR IMPROVED DOCUMENTS MANAGEMENT IN INDIANA

Recommendation 1

Unless Senate Bill 61 is declared law, new legislation on state documents should be introduced. This legislation should contain the following provisions.

a. A precise and comprehensive definition of a state document.

b. Authority for the State Library to maintain the official file of state documents and to distribute them (libraries now must request additional copies of the issuing agencies).

c. A requirement that the issuing agencies be responsible for depositing all documents with the State Library.

d. A requirement that a documents officer be designated in every state agency.

e. A requirement that a sufficient number of copies of each document be supplied the State Library for preservation and distribution, with the number of copies to be determined by the state librarian.

Recommendation 2

Until new legislation is in effect, the Governor should be asked to issue a directive to all executive agencies to supply copies of all documents to the State Library. A precedence for this procedure is in the gubernatorial memo of 1953 to all agencies requiring them to send copies of their annual reports to the State Library.

Recommendation 3

The State Library should send semi-annual reminders to all state agencies about their responsibility to supply copies of their documents to the library.

Recommendation 4

The State Library should publish a complete checklist of state documents separate from the Library Occurrent to be distributed to all state agencies, all academic and public libraries and selected school libraries. This list should be issued for the present at least bi-monthly, with an annual cumulation.

The list should be produced by photographing the main entry catalog cards. Since it will contain full bibliographic information, no annotation should be necessary.

The annual cumulation should give detailed information concerning its publication, including an explanation of its scope and of its forms of entry, call numbers, bibliographic data, the distribution policy of the state, and a list of the depository libraries for state publications. The annual cumulation should also include an index by subject and personal authors' name when applicable.

The master file for the annual cumulation should be retained for a period of five years. At the end of that time, a decision should be made, with the major users of the checklist whether a five to seven year cumulation would be justified. The cost of producing such a checklist in 500 copies, with five bi-monthly issues, plus an annual cumulation, has

been estimated at approximately $300 per year.

Recommendation 5

The State Library should designate the libraries of the four state universities as depositories for all state documents.

Recommendation 6

The State Library should invite all other libraries of the state who wish to receive all, or a selection of state documents regularly to make application stating the needs of their own constituency.

Recommendation 7

The State Library should hold a workshop with all libraries designated as selective depositories in order to reach a commonly accepted policy on documents to be chosen for distribution.

Recommendation 8

The State Library should distribute documents at least once a month.

Recommendation 9

The State Library should acquire enough copies of all state documents to maintain the official file, lend documents to other libraries in Indiana, exchange documents with other libraries outside the state, and supply documents or additional copies to those libraries wishing to order individual items.

Recommendation 10

The State Library should add to the staff, one librarian II, whose primary duty it would be to work with state documents, their acquisition and dissemination, to edit the documents checklist and to administer in-service training in documents for the libraries of the state.

Since the output of state documents is not sufficient to occupy a person full time, this librarian might also be responsible for the federal documents for which the State Library is a regional depository, and for reference service relating to both kinds of documents.

Since the primary use of documents is by personnel in state government, the documents librarian might also be responsible for producing a monthly, annotated bibliography of state, federal, and out-of-state documents, reports, periodicals and books of special interest to state government.

Additional clerical time would also be needed for production of the documents checklist and improved distribution procedures.

Recommendation 11

The State Library should reconsider its decision to retain the Dewey Decimal classification for its state documents, weighing the advantages of including the documents in the general library catalog and of becoming compatible in classification with the university libraries, each of which performs original cataloging on state documents.

APPENDIX A

QUESTIONNAIRE ON STATE DOCUMENTS MANAGEMENT

WAYNE STATE UNIVERSITY

COLLEGE OF EDUCATION
Office of Urban Library Research

DETROIT, MICHIGAN 48202

DEPARTMENT OF LIBRARY SCIENCE

As part of a study on the management of state documents in Indiana, Wayne State University is surveying practices followed in the 50 states. Would you be willing to complete this questionnaire and return it by November 20, 1968 to:

Miss Genevieve M. Casey, Associate Professor
Department of Library Science
Wayne State University
Detroit, Michigan 48202

Copies of the Indiana Library Study will be made available to all state libraries. If there are charges for any of the materials we request, please bill the Office of Urban Library Research, Wayne State University.

---

1. Is there a statute in your state requiring the regular deposit of government publications with the State Library?

   Yes ☐ No ☐ (If "yes" please furnish us with a copy)

2. Who decides how many copies of state documents are received at the State Library?

   The statute ☐ Issuing agency ☐

   The Library ☐ Other ☐

3. Who supplies the State Library with the documents?

   State printer ☐ Issuing agency ☐

   Other ☐

4. Is the State Library responsible for maintaining the official collection of state documents?

   Yes ☐ No ☐ (If no, indicate who is)

5. Does the State Library distribute state documents?
If yes, please check, indicating whether the total output of state documents is sent or a selection.

To other states on exchange Selection /__/ Total /__/

To all public libraries in the state Selection /__/ Total /__/

To key public libraries in the state Selection /__/ Total /__/

To all academic libraries in the state Selection /__/ Total /__/

To key academic libraries in the state Selection /__/ Total /__/

On request only /__/ Other /__/

6. If only a selection of the total state documents is distributed, who makes the selection?

Documents Librarian /__/ Receiving State or Library /__/

Issuing Agency /__/ Other /__/ (Please specify)

7. Approximately how many state documents (titles) were published in 1967/68?

For Preservation?/_____/ For Distribution?/_____/

8. Are state publications classified by

Dewey Decimal classification? /__/ Library of Congress Classification? /__/

Specially devised document Classification? /__/ (Please include a copy of the classification scheme)

9. Are catalog cards for state documents placed in the State Library public catalog?

For all state documents /__/ For selected ones /__/

10. What catalog code do you use A.L.A/L.C.? /__/ Other /__/ (Please supply sample)

11. Does the State Library maintain a separate catalog of state documents?

Book /__/ Card /__/

12. What subject heading list do you use? L.C. ☐ Sears ☐

Other ☐ (Please supply sample)

13. Does the State Library distribute?

A checklist including all documents? ☐

A checklist of selected documents? ☐

(Please include a recent issue of the list)

14. Is this checklist annotated? Yes ☐ No ☐

15. What is the frequency of publication? Monthly ☐ Quarterly ☐

Annually ☐

16. When is it cumulated? Quarterly ☐ Annually ☐ Two-years ☐

Five years ☐ Other ☐ (Please explain)

17. How is the list arranged? By main entry ☐ By classification ☐

By subject alphabetically ☐

18. Who publishes the checklist? State Library ☐ State Printer ☐

Other ☐

19. To whom is documents list distributed?

To all public and academic libraries in the state ☐

To all school libraries ☐ To selected public and academic libraries ☐

To selected school libraries ☐ To all departments ☐

To other states ☐

20. How is your list produced? From punched cards ☐ From magnetic tape ☐

From standard file cards ☐ Other ☐ (Please explain)

APPENDIX B

STATE LIBRARIES RESPONDING TO QUESTIONNAIRE ON DOCUMENTS MANAGEMENT

Arizona

Arkansas

California

Connecticut

Delaware

Florida

Georgia

Idaho

Illinois

Iowa

Kansas

Kentucky

Louisiana

Maryland

Massachusetts

Michigan

Minnesota

Mississippi

Missouri

Nebraska

Nevada

New Hampshire

New Jersey

New Mexico

New York

North Carolina

Ohio

Oregon

Pennsylvania

Rhode Island

South Dakota

Tennessee

Texas

Utah

Virginia

Washington

West Virginia

Wisconsin

Wyoming

APPENDIX C

QUESTIONNAIRE ON DOCUMENTS USE WITHIN INDIANA

WAYNE STATE UNIVERSITY

COLLEGE OF EDUCATION

DETROIT, MICHIGAN 48202

DEPARTMENT OF LIBRARY SCIENCE

December 3, 1968

Office of Urban Library Research

As part of a state-wide survey of Indiana's library resources and needs, Wayne State University's Office of Urban Library Research has been asked to conduct a study of the management and the use of Indiana state documents. We would appreciate it very much if you would give us the information requested below and return the questionnaire by December 18 to: Genevieve Casey
Associate Professor, Department of Library Science
Wayne State University
Detroit, Michigan 48202

Name of library _____
Address _____
Director _____

Please check appropriate replies.

1. Do you keep your Indiana state documents:
   (a) in a separate collection? _____
   (b) incorporated into the book collection? _____
   (c) in a pamphlet file, by subject? _____
   (d) a combination of these? _____ (Please explain)

2. If you catalog documents, are cards filed in your public catalog?
   Yes _____ No _____

3. If you catalog documents, how do you do it?
   (a) full cataloging, using LC/ALA code? _____
   (b) brief cataloging or checklisting? _____
   (c) subject heading list used?
   LC _____ Sears _____ Other _____
   (Please specify)

4. How do you classify them?
   Dewey _____ LC _____ Other _____
   If "other," please enclose sample.

5. The Indiana State Library catalogs their documents fully, using LC subject headings (modified) and Dewey Decimal Classification. Would you use their catalog cards without change, if they were provided to you?
   Yes _____ No _____
   If "no," please explain.

6. Who is responsible for the documents collection at your library?
   (a) documents librarian _____
   (b) reference librarian _____
   (c) other _____
   (Please explain)
   Percentage of time (estimated) spent on documents collection _____

7. What use do you make of the state library's documents listing in the library Occurrent?

(a) order list _____
(b) interloan list _____
(c) other _____
(Please specify)

8. If the list were cumulated and made more complete, what uses could you make of it?

(a) as an ordering guide _____
(b) as an index, in lieu of cataloging _____
(c) other _____
(Please specify)

9. If the list were cumulated and improved, which of the following types of service would you prefer? Please mark in order of preference, 1-6.

(a) receive the list and all documents which would be used only within your constituency _____
(b) receive the list and all documents as a regional depository to provide documents service for others in the region _____
(c) receive the list and selected documents to be used only with your constituency, and depend on the state library to furnish those not received _____
(d) receive the list and selected documents to be used only with your constituency, and depend on a regional depository to provide those not received _____
(e) receive the list only and depend on the state library to furnish needed documents _____
(f) receive the list only and depend on a regional depository to furnish needed documents _____

10. Would your library be willing to receive all state documents and:

(a) retain them for a period of 3 years? _____
5 years? _____
indefinitely? _____
(b) make them available for borrowing by other libraries in your area? _____

11. Would you be interested in attending a workshop conducted by the state library concerning the use and management of state documents?

Yes _____ No _____

12. What changes in the state library's documents procedures would improve or facilitate your use of them?

APPENDIX D

INDIANA LIBRARIES SURVEYED FOR DOCUMENTS USE

Public:

*Albert A. Wells Memorial Library, Lafayette

Brazil Public Library

*Crawfordsville Public Library

*Evansville-Vanderburgh County Public Library

*Fort Wayne Public Library

Fremont Public Library

Gary Public Library

Huntington Public Library

*Kokomo Public Library

*Lake County Public Library, Griffith

Madison Public Library

*Morrison-Reeves Public Library, Richmond

Monroe County Public Library, Bloomington

*Muncie Public Library

*New Albany-Floyd County Public Library

*Seymour Public Library

*South Bend Public Library

Speedway Public Library

*Vigo County Public Library, Terre Haute

Vincennes Public Library

Academic:

*Associated Mennonite Biblical Seminaries, Elkhart

Ball State University, Muncie

*Libraries responding to Questionnaire

*Christian Theological Seminary, Indianapolis

*DePauw University, Greencastle

*Earlham College, Richmond

*Goshen College, Goshen

*Hanover College, Hanover

*Indiana Central College, Indianapolis

*Indiana Institute of Technology, Fort Wayne

*Indiana-Purdue Regional Campus, Fort Wayne

*Indiana State University, Terre Haute

*Indiana University, Bloomington

*Indiana University Medical School, Indianapolis

Indiana University-Northwest Campus, Gary

*Manchester College, North Manchester

*Purdue University, Lafayette

Rose Polytechnic Institute, Terre Haute

*St. Joseph's College, Rensselaer

St. Meinrad Archabbey, St. Meinrad

*University of Evansville, Evansville

University of Notre Dame, Notre Dame

Valparaiso University, Valparaiso

Vincennes University, Vincennes

*Wabash College, Crawfordsville

School:

Bloomington High School, Bloomington

*Bosse High School, Evansville

Supervisor of School Libraries, Gary Community School Corporation, Gary

*Wiley High School, Terre Haute

APPENDIX E

INDIANA LIBRARIES RECEIVING DOCUMENTS
FROM THE STATE LIBRARY

Public:

Akron
Albion
Alexandria
Anderson
Atlanta
Auburn
Aurora
Bedford
Beech Grove
Berne
Bloomington
Bluffton
Boonville
Boswell
Brazil
Bremen
Bristol
Brook
Brookville
Butler
Carlisle
Clayton
Clinton
Colfax
Columbus
Converse
Corydon
Crawfordsville
Danville
Darlington
Decatur
East Chicago
Elkhart
Elwood
Evansville
(Vanderburgh Co.)
Evansville
(Willard Lib.)
Fort Wayne
Fowler
Fremont
Gary
Goshen
Greencastle
Greenfield
Greensburg
Greenwood
Hamlet
Hammond
Huntingburg
Huntington
Indianapolis-Marion Co.
Jeffersonville
Kendallville
Kentland
Kewanna
Kirklin
Kokomo
Lafayette
LaGrange
Lake Co. Library
LaPorte
Lawrenceburg
Lebanon
Liberty
Ligonier
Madison
Marion
Merom
Michigan City
Middletown
Mishawaka
Monterey
Monticello
Montpelier
Mount Vernon
Muncie
Nappanee
Nashville
New Albany
New Harmony
Newport
North Manchester
Otterbein
Owensville
Oxford
Pendleton
Peru
Plymouth
Princeton
Richmond
Rochester
Rockville
Rushville
Seymour
Shelbyville
Shoals
South Bend
South Whitley
Speedway
Spencer
Sullivan
Tell City
Terre Haute
Thorntown
Union City
Vincennes
Wabash
Walkerton
Walton
Warsaw
Waterloo
West Lafayette
Whiting
Winamac
Worthington

Academic:

Ancilla Domini College
Ball State University
Butler University
DePauw University
Earlham College
Goshen College
Hanover College
Huntington College
Indiana Central College
Indiana-Purdue Regional Campus at Fort Wayne
Indiana State University
Indiana University Department of Government, Bloomington
Indiana University Division of Social Science, Indianapolis
Indiana University Kokomo Regional Campus
Indiana University Law Library, Bloomington
Indiana University Libraries, Bloomington
Indiana University Northwest Campus, Gary
Indiana University-Purdue University, Indianapolis
Manchester College
Marian College
Oakland City College
Purdue University Libraries, Lafayette
Rose Polytechnic Institute
St. Meinrad Archabbey
Taylor University
Tri-State College
University of Evansville
University of Notre Dame
University of Notre Dame Law School
Valparaiso University
Vincennes University
Wabash College

School:

Bloomington High School, Bloomington
Bosse High School, Evansville
Supervisor of School Libraries, Gary Community School Corporation, Gary
Wiley High School, Terre Haute

APPENDIX F

EXCERPT FROM STANDARDS FOR LIBRARY FUNCTIONS AT THE STATE LEVEL
(Chicago, American Library Association, 1963, p. 9)

7. Each state should maintain a complete collection of the documents of its own government and of current documents of comparable states, plus a strong central collection of both local and federal documents.

Collections of government documents are of prime importance for historical research, public affairs, and to meet particular informational needs. The full collection of each state would normally be maintained by the state library agency, and a checklist of state documents should be published periodically by the state. Regional centers for state documents should also be developed within the state in existing libraries, and the agencies administering these encouraged to collect local publications and official reports for their areas as well. The regional document centers would logically be the libraries serving as regional reference centers . . . . Regional depositories for federal documents are also important in building document resources.

APPENDIX G

INDIANA STATUTES GOVERNING STATE DOCUMENTS, 1925[1]

63-807 (13764). Reports, documents, and bulletins--Court reports--Session laws. The board of public printing shall deliver to the library three hundred (300) copies of each and every report, document, bulletin or other publications published at the expense of the state, except session laws of the general assembly, Supreme and Appellate Court reports, the publications of the historical bureau, the year-book and the journals of the house and senate. The secretary of state shall also deliver two (2) copies of each volume for the reports of the Supreme and Appellate Courts to the library and historical department and shall supply to the legislative bureau such number of the session laws of the general assembly as may be needed by the bureau either to supply its own needs or to exchange for the session laws of other states. (Acts 1925, ch. 58, §7, p. 190.

Cross-Reference. Legislative bureau, §60-1701 et seq.

63-808 (13765). Distribution of documents.--The library and historical department shall retain copies of all such reports, documents, bulletins or other publications as may be necessary for the use of the library and historical department, or any of its divisions, and the copies remaining shall be distributed and exchanged in such manner as may be prescribed by the board. (Acts 1925, ch. 58,§ 8, p. 190)

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[1]Burns, Annotated Statutes, Vol. 11, Pt. 2.

APPENDIX H

SENATE ENROLLED ACT NO. 61, 1967

A BILL FOR AN ACT to provide for the distribution of the public documents of the State of Indiana and to insure that such documents are freely accessible to the citizens of the state; and providing penalties.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF INDIANA:

SECTION 1. It is the policy of the State of Indiana to insure that the public documents of the state and its political subdivisions are preserved and that they are made freely available for use by its citizens. The state shall maintain a complete collection of all such public documents in the Indiana State Library, shall establish a public documents depository system by which copies of all those public documents published by the state which are of general interest or use shall be deposited in the designated depository libraries, and shall distribute to other libraries copies of those public documents published by the state which are of greatest interest or use and for which a more general distribution is appropriate.

SECTION 2. For the purposes of this act "public document" or "public documents" includes any book, booklet, magazine or periodical, pamphlet, leaflet, sheet, card or other published item produced by printing press, multilith, multigraph, mimeograph or similar quantity duplication means by an official, department, division, bureau, board, commission, educational institution or other agency of the state government of Indiana or its political subdivisions for public information, guidance or regulation, or in the meeting of legal requirements for such publication except that publications of the state university presses, directives for internal administration, intra-office and inter-office publications and forms are excluded and if provision is made in other acts for the distribution of session laws of the general assembly, the journals of the house and senate of the general assembly, Supreme and Appellate Court reports, the publications of the historical bureau, and the yearbook, any of these so provided for are excluded from this definition of "public document" or public documents."

SECTION 3. The Indiana State Library shall collect, preserve, list and distribute, according to the provisions of this act, the public documents of the State of Indiana and its political subdivisions. Each official, department, division, bureau, board, commission, educational institution or other agency of state government shall designate a member of its staff as documents officer and the chief administrative officer of each political subdivision shall, unless other designation is made, be presumed to be the documents officer; which officer will be the liaison with the Indiana State Library in matters of his agency's public documents and their distribution, and it shall be the responsibility of each agency to keep the state library notified of the name of the documents officer. Each agency of state government and each political subdivision shall deliver to the state library ten (10) copies of every public document immediately upon publication and, for those public documents published by state government which within thirty (30) days of their receipt by the state library are designated as public documents for deposit in the depository libraries or for distribution to other libraries, shall deliver to the state

library the number of copies requested, not to exceed one hundred and fifty (150) except that by consent of the issuing agency such greater number as the state library requests may be delivered. The cost of publishing the state publications collected and distributed under the provisions of this act shall be borne by the issuing agency. The cost of administering and distributing the state publications shall be included in the budge of the Indiana State Library over and above the amounts appropriated for the general operation of the state library.

SECTION 4. The Indiana State Library shall:

(a) Keep at least two(2) copies of each public document as permanent reference copies.

(b) Organize and administer the public documents depository system and distribute to each depository library one (1) copy of each state-issued public document received which in the determination of the Indiana State Library is of such general interest or use as to require the provision of copies for permanent availability and convenient access in the various geographical areas of the state through deposit in depository libraries. "Depository library," for the purpose of this act, shall mean a library in Indiana which elects to be a depository library and which is a designated depository library for United States government documents, or which may be designated under regulations established by the Indiana Library and Historical Board in accordance with the provisions of the Acts of 1945, Chapter 120. Designation as a depository library is contingent upon the provision of adequate facilities for the storage and use of such publications and the written agreement of such library that it will accept and keep one (1) copy of each publication deposited, permit free use of the publications by the public, keep the publications readily accessible for use, render assistance in the use of the publications, and not destroy or otherwise dispose of the publications without the approval of the Indiana State Library. Designation as a depository library may be removed for failure to meet the conditions prescribed in this section or in the written agreement.

(c) Distribute to appropriate libraries, including depository libraries and in addition to their depository distribution, copies for reference or circulation of those state-issued public documents, which in the determination of the Indiana State Library, have a popular interest requiring as wide a distribution as possible. This distribution shall be from the supply remaining after the required distribution of such public documents to depository libraries or from such additional supply as the Indiana State Library may procure. The distribution and the quantity of such distribution shall be determined by the Indiana State Library.

(d) Prepare and issue quarterly complete lists of state-issued public documents issued during the immediately preceding quarter, such lists to indicate items distributed to depositories. These lists shall be cumulated and printed annually, at the end of each calendar year.

SECTION 5. Any person who fails to comply with the provisions of this act shall be guilty of a misdemeanor and upon conviction shall be libable to a fine of not exceeding one hundred dollars ($100).

APPENDIX I

ATTORNEY GENERAL'S OPINION ON SENATE ENROLLED ACT NUMBER 61, 1967

STATE OF INDIANA
ATTORNEY GENERAL
INDIANAPOLIS

JOHN J. DILLON
ATTORNEY GENERAL

March 7, 1967

Honorable Roger D. Branigin
Governor of Indiana
206 State House
Indianapolis, Indiana 46204

Dear Governor Branigin:

I have examined Senate Enrolled Act No. 61 and find the same to be unconstitutional in that it violates Art. 10, Sec. 3 of the Indiana Constitution.

SENATE ENROLLED ACT NO. 61

This Act,by giving all inclusive definitions, requires every department of Indiana government, state and local (with some minor exceptions), to provide up to 160 copies of all publications to the Indiana State Library. The Act does not appropriate any funds enabling the official or agency to publish those documents. It purports to provide for appropriations for the Library, but does not indicate how much is to be appropriated, nor how this figure may be determined. In view of the fact that the legislature has attempted to provide appropriations for the Library, but not for the publishing official, or agency, it follows under the maxim of "expressio unius, exclusio alterius;" that they intended no appropriations for those officials and agencies. Highland Sales Corp. v. Vance (1962), 244 Ind. 20, 186 N.E. 2d 682.

Section 3 of Article 10 of the Indiana Constitution provides:

> "No money shall be drawn from the treasury but in pursuance of appropriations made by law."

The office has stated,

> "No one may create an obligation on behalf of the state, either legal or moral, unless there has first been an appropriation." 1954 O.A.G. No. 65, at 67.

A situation similar to the one at hand was at issue in Book v. State Office Building Commission (1958), 238 Ind. 120, 149 N.E. 2d 273. In that case plaintiff contended that the statute creating the Commission violated Art. 10, Sec. 3, because it did not provide for any appropriation to enable state agencies to pay for the use of the building. The Court held the statute constitutional, however, on the ground that "It is anticipated that the legislature will make proper appropriations for the use and occupancy of the proposed building. . . ."

This Act goes further, however, by making it a misdemeanor for the person charged with the duty not to comply. Thus the public official is faced with this dilemma, spend public money not appropriated for the purpose outlined in the Act or commit a misdemeanor. If the penal sanction was not present then as in the Book case, supra, the public official could decline to follow the mandate of the act until an appropriation for compliance is forthcoming. Since the Act does not allow this alternative it must fall as unconstitutional when read against Art. 10, Sec. 3 of the Indiana Constitution.

A statute granting an appropriation must contain the sum to be expended or a method of determining the appropriation, a person or persons authorized to expend the sum, and the purpose for which it is to be expended. 1958 O.A.G., p. 22; 1953 O.A.G., p. 422; and if there is any real doubt as to whether the legislature has exercised its function to appropriate, the officers should not take the money from the treasury. Ristine v. State (1863), 20 Ind. 328; 1945 O.A.G., pp. 499, 509; State ex rel Martin v. Porter (1883), 89 Ind. 260.

Respectfully submitted,

JOHN J. DILLON
Attorney General of Indiana

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